House of Representatives



General Assembly

File No. 89

February Session, 2012

Substitute House Bill No. 5328

House of Representatives, March 22, 2012

The Committee on General Law reported through REP. TABORSAK of the 109th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT ESTABLISHING A FINE ART SECURED LENDING LICENSE.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

1 Section 1. (NEW) (Effective October 1, 2012) (a) For purposes of 2 sections 1 to 9, inclusive, of this act, "fine art" means any (1) drawing; 3 (2) painting; (3) sculpture; (4) mosaic; (5) photograph; (6) work of calligraphy; (7) work of graphic art, including any etching, lithograph, 4 5 offset print, silkscreen or other work of graphic art; (8) craft work in 6 clay, textile, fiber, metal, plastic or other material; (9) art work in mixed 7 media, including any collage, assemblage or other work combining 8 any of the artistic media named in this definition, or combining any of said media with other media; or (10) a master from which copies of an 10 artistic work can be made, such as a mold or a photographic negative, 11 with a market value of at least two thousand five hundred dollars. 12 "Fine art" shall not include (A) commissioned work prepared under 13 contract for trade or advertising usage, provided the artist, prior to 14 creating the work, has signed an agreement stating that said work shall 15 be a commissioned work which may be altered without consent, and

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16 (B) work prepared by an employee within the scope of such 17 employee's employment duties.

- (b) No person shall, in any city or town of this state, engage in or carry on the business of loaning money upon deposits or pledges of fine art unless such person is licensed in accordance with section 2 of this act. The provisions of sections 1 to 9, inclusive, of this act shall apply only if such fine art is deposited with a lender, and shall not apply to loans made upon stock, bonds, notes or other written or printed evidence of ownership of fine art or of indebtedness to the holder or owner of any such securities.
- Sec. 2. (NEW) (*Effective October 1, 2012*) (a) The licensing authority of any town or city may grant licenses to suitable persons to be fine art secured lenders in such town or city respectively, and may suspend or revoke such licenses for cause, which shall include, but not be limited to, failure to comply with any requirements for licensure specified by the licensing authority at the time of issuance. For purposes of this section and sections 3 and 5 of this act, "licensing authority" means the chief of police of any town or city or, if such town or city does not have an organized local police department, the Commissioner of Emergency Services and Public Protection.
- (b) The person so licensed shall pay, for the benefit of any such city or town, respectively, or if the licensing authority of such city or town is the Commissioner of Emergency Services and Public Protection, for the benefit of the Department of Emergency Services and Public Protection, to the licensing authority a license fee of fifty dollars, and twenty-five dollars per year thereafter for renewal of such license, and shall, at the time of receiving such license, file, with the licensing authority of such city or town, a bond to such city or town, with competent surety, in the penal sum of two thousand dollars, to be approved by such licensing authority, and conditioned for the faithful performance of the duties and obligations pertaining to the business so licensed, unless such person is also licensed as a secondhand dealer in accordance with section 21-47d of the general statutes, in which case

the licensing authority shall waive the payment of renewal fees and filing of a bond required by this subsection.

- (c) Each such license shall designate the place where such business is to be carried on and shall be in effect for one year unless sooner suspended or revoked. Such license shall be displayed in a conspicuous location in the place where such business is carried on. At the time of application for such license and each renewal thereof, the applicant shall disclose to the licensing authority all places used or intended to be used by the business for the purchase, receipt, storage or sale of fine art. During the term of such license, the licensee shall notify the licensing authority of any additional places that will be used by the business for the purchase, receipt, storage or sale of fine art prior to such use.
- (d) An application for such license shall be made in writing, under oath. The application shall contain: (1) The type of business to be engaged in, (2) the applicant's full name, age and date and place of birth, (3) the applicant's residence addresses and places of employment within the preceding five years, (4) the applicant's present occupation, (5) any crime of which the applicant has been convicted and the date and place of such conviction, and (6) such additional information as licensing authority deems necessary to investigate qualifications, character, competency and integrity of the applicant. If the applicant is a corporation, limited liability company, partnership or association, the application shall contain the information required by this subsection for each individual who is or will be an officer, shareholder, financial backer or creditor, other than a financial institution, of such entity or any other individual with a relationship to such entity similar to that of an officer, shareholder, financial backer or creditor.
- (e) The application for such license and any renewal thereof shall identify or provide the address for any Internet web site or account used by such applicant to conduct the business. During the term of the license, the licensee shall notify the licensing authority in writing of the

addition or discontinuation of any Internet web site or account used to conduct the business.

(f) No license shall be issued under this section by the licensing authority to any person who has been convicted of a felony. The licensing authority may require any applicant, employee or person with an ownership interest in the business to submit to state and national criminal history records checks. Whenever the licensing authority requires such criminal history records checks, such individual shall submit two complete sets of fingerprints on forms prescribed by the licensing authority. Any criminal history records checks required pursuant to this subsection shall be conducted in accordance with section 29-17a of the general statutes. The licensing authority may charge the individual a fee equal to the fees established by the Federal Bureau of Investigation and the State Police Bureau of Identification for performing such criminal history records checks.

(g) The licensing authority shall grant or deny an application for a license not later than ninety days after the filing of such application with the licensing authority. A licensee seeking renewal of such license shall file an application for renewal at least sixty days before the expiration of such license and the licensing authority shall grant or deny such renewal not later than thirty days after the filing of such application for renewal. Failure of the licensing authority to act on such initial application or renewal application within the applicable period specified in this subsection shall be deemed to be a denial. The licensing authority may suspend, revoke or modify any license issued under this section at any time during the period of the license for good cause shown, upon notice to the licensee and following a hearing. The licensing authority shall hold any such hearing not later than five days after the date of issuance of such notice and shall issue a decision not more than fourteen days after any hearing. Any person aggrieved by any action of the licensing authority in denying, suspending, revoking, modifying or refusing to renew a license issued pursuant to this section may appeal from such action to the Superior Court.

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Sec. 3. (NEW) (*Effective October 1, 2012*) (a) No fine art secured lender shall take, receive or purchase fine art without receiving proof of the identity of the person depositing, pledging or selling the fine art. Such identification shall include a photograph, an address, if available on the identification, and an identifying number, including, but not limited to, date of birth. No fine art secured lender shall enter into any pledge or purchase transaction with a minor unless such minor is accompanied by such minor's parent or guardian.

(b) Each such fine art secured lender shall maintain a computerized record keeping system deemed appropriate by the licensing authority, in which shall be entered in English, at the time the secured lender receives any article of fine art by way of pledge, deposit or purchase, a description of such article, the name, residence address, proof of identity as required in subsection (a) of this section and a general description of the person from whom, and the date and hour when, such fine art was received and in which, if the fine art does not contain any identifiable numbers or markings, shall be included a digital photograph of each article. Each entry in the record keeping system shall be numbered consecutively. A tag shall be attached to the article in a visible and convenient place with a number written on such tag corresponding to the entry number in the record keeping system and shall remain attached to the article until the article is sold or otherwise disposed of, provided the licensing authority shall prescribe procedures authorizing the removal of such tags from articles, including those articles consisting of jewelry that are cleaned and repaired on the premises by the fine art secured lender, that will provide accountability for such articles. Such tag shall be visible in a digital photograph taken in accordance with this section. Such record keeping system and the place where such business is carried on and all articles of fine art therein may be examined at all times by any state police officer, municipal police officer, the licensing authority or any person designated by them. Any state police officer or municipal police officer who performs such an examination may require any employee on the premises to provide proof of the employee's identity. All records maintained pursuant to this section shall be retained by the

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150 fine art secured lender for not less than two years.

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(c) Except as provided in subsection (d) of this section, the description of any fine art received by a fine art secured lender under this section shall include, but not be limited to, all distinguishing marks, names of any kind, including serial numbers, engravings, etchings, affiliation with any institution or organization, dates, initials, color, vintage or image represented. Any description of media of any kind shall also include the title and artist or any other identifying information contained on the cover or external surface of such media.

(d) The licensing authority may provide for an exemption from, or establish additional or different requirements than, the requirements of subsection (c) of this section upon consideration of the nature of the fine art, transaction or business, including, but not limited to, articles in bulk lots.

Sec. 4. (NEW) (Effective October 1, 2012) (a) Each fine art secured lender shall, at the time of making any loan on a pawn or pledge of fine art or of purchasing such fine art on condition of selling the same back again at a stipulated price deliver to the person who deposits, pledges or sells such fine art a memorandum or note containing (1) the entry required by the provisions of section 3 of this act to be made in such fine art secured lender's computerized record keeping system, and (2) a statement signed by the person who deposits, pledges or sells such fine art representing and warranting that: (A) Such fine art is not stolen and has no liens or encumbrances against it, (B) such person is the rightful owner of such fine art and has the right to enter into the transaction, and (C) such person will indemnify and hold harmless such fine art secured lender for any loss arising from the transaction because of a superior right of possession to the fine art residing with a third person. Each such fine art secured lender may charge the person who deposits, pledges or sells such fine art a fee for such memorandum or note, the processing and recording of the transaction, the storage of the fine art, any insurance for the fine art and any appraisal of the fine art. Each such fine art secured lender shall pay for

any fine art received by deposit, pledge or purchase only by check, draft or money order and shall not pay cash for any such fine art except when the fine art secured lender cashes a check, draft or money order for the person who is depositing, pledging or selling the fine art. When the fine art secured lender cashes a check, draft or money order, such fine art secured lender shall require proof of the identity of the person presenting the check, draft or money order in accordance with subsection (a) of section 3 of this act.

(b) Each check, draft or money order used to pay for fine art received by a fine art secured lender shall contain the number or numbers associated with such fine art in the record keeping system maintained in accordance with section 3 of this act. Whenever payment is made by check, the fine art secured lender shall retain the electronic copy of such check or other record issued by the financial institution that processed such check, and such copy or record shall be subject to inspection pursuant to section 3 of this act as part of such record keeping system. No fine art secured lender shall cash any check, draft or money order issued by such fine art secured lender in an amount in excess of one thousand dollars and no person shall structure any transaction or transactions to avoid this prohibition. Any transaction or transactions between a fine art secured lender and the same party within a twenty-four-hour period shall be aggregated and considered a single transaction for the purposes of this subsection.

Sec. 5. (NEW) (Effective October 1, 2012) Each fine art secured lender shall submit to the licensing authority, weekly or more frequently as determined by the licensing authority upon consideration of the volume and nature of the business, a sworn statement of his or her transactions, describing the fine art received and setting forth the nature and terms of each transaction and the name and residence address and a description of the person from whom the fine art was received. Such statement shall be in an electronic format prescribed by the licensing authority. The licensing authority may grant an exemption from the requirement of submitting such statement in electronic format for good cause shown.

Sec. 6. (NEW) (*Effective October 1, 2012*) No fine art secured lender or person who loans money on the deposit or pledge of fine art shall take or receive, for the use of money loaned on fine art, any more than the following rates: (1) For the use of money amounting to fifteen dollars or less, five per cent per month or fraction thereof; (2) for the use of money exceeding fifteen dollars in amount and not exceeding fifty dollars in amount, three per cent per month or fraction thereof; and (3) for the use of money exceeding fifty dollars in amount, two per cent per month or fraction thereof.

Sec. 7. (NEW) (Effective October 1, 2012) No fine art secured lender shall sell or dispose of any fine art left with such fine art secured lender in deposit or pledge for money loaned or as a result of the purchase of such fine art on condition of selling the same back again at a stipulated price in less than sixty days from the date when the same is left in deposit or pledge or purchased on condition of selling the same back again at a stipulated price, except when such sale or disposition is to the person who deposited, pledged or sold such fine art or an authorized agent of such person. All such fine art may be sold or disposed of at the place of business of such fine art secured lender or at public sale after such sixty-day period. Upon the expiration of sixty days from the date when such fine art is left with a fine art secured lender, if the person who deposited or pledged such fine art fails to redeem any such fine art in accordance with the terms of the transaction, such right of redemption or repurchase on the part of the person who deposited or pledged such fine art shall be extinguished and the fine art secured lender shall acquire the entire interest in the fine art that was held by the person who deposited or pledged such fine art prior to such deposit or pledge without further notice to such person.

Sec. 8. (NEW) (*Effective October 1, 2012*) Whenever property is seized from the place of business of a fine art secured lender by a law enforcement officer, such officer shall give the fine art secured lender a duly signed receipt for the fine art containing a case number, a description of the fine art, the reason for the seizure, the name and

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address of the officer, the name and address of the person claiming a right to the fine art prior to the fine art secured lender and the name of the fine art secured lender. If the fine art secured lender claims an ownership interest in such fine art, he or she may request the return of such fine art by filing a request for such fine art with the law enforcement agency in accordance with the provisions of section 54-36a of the general statutes. If the person who deposited, pledged or sold any fine art received by a fine art secured lender is convicted of any offense arising out of such fine art secured lender's acquisition, retention or disposition of the fine art and such fine art secured lender suffered an economic loss as a result of such offense, the court, at the time of sentencing, may order restitution to such fine art secured lender pursuant to subsection (c) of section 53a-28 of the general statutes and such order may be enforced in accordance with section 53a-28a of the general statutes.

Sec. 9. (NEW) (*Effective October 1, 2012*) (a) Any person who wilfully engages in the business of a fine art secured lender, unless licensed according to law, or after notice that his or her license has been suspended or revoked, shall be guilty of a class D felony.

(b) Any person who wilfully violates any provision of sections 1 to 8, inclusive, of this act for which no other penalty is provided shall be guilty of a class A misdemeanor.

This act sha sections:	all take effect as follows	and shall amend the following
Section 1	October 1, 2012	New section
Sec. 2	October 1, 2012	New section
Sec. 3	October 1, 2012	New section
Sec. 4	October 1, 2012	New section
Sec. 5	October 1, 2012	New section
Sec. 6	October 1, 2012	New section
Sec. 7	October 1, 2012	New section
Sec. 8	October 1, 2012	New section
Sec. 9	October 1, 2012	New section

GL Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 13 \$	FY 14 \$
Judicial Dept.	GF - Revenue	Potential	Potential
_	Gain	Minimal	Minimal

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 13 \$	FY 14 \$
All Municipalities	Revenue	Less than	Less than
_	Gain	\$5,000	\$2,500

Explanation

This bill will result in a revenue gain of less than \$5,000 for municipalities because pawn brokers currently licensed under CGS 21-39 would be required to apply for a license in order to accept fine art.

Additionally, the bill could result in potential state revenue as a result of fines for violations of the bill. The bill allows fines up to \$2,000 or \$5,000, depending on the section, for offenses. However, there have been no convicted offenses for violations of similar regulations for pawn brokers since 2001.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to inflation.

Sources: Judicial Department Offenses and Revenue Database

OLR Bill Analysis sHB 5328

AN ACT ESTABLISHING A FINE ART SECURED LENDING LICENSE.

SUMMARY:

This bill creates a new fine art secured lending license with provisions and requirements similar to those for pawnbrokers. These include the same penalties and requirements for licensing, identifying sellers, recording, reporting, and payments.

The bill requires anyone (including existing pawnbrokers) who is in the business of loaning money on the deposit or pledge of fine art to obtain the new license. Under the bill, "fine art" means any:

- 1. drawing;
- 2. painting;
- 3. sculpture;
- 4. mosaic;
- 5. photograph;
- 6. work of calligraphy;
- 7. work of graphic art, including any etching, lithograph, offset print, or silkscreen;
- 8. craft work in clay, textile, fiber, metal, plastic, or other material;
- 9. art work in mixed media, including any collage, assemblage, or other work combining any of the previously mentioned art; or
- 10. a master from which copies of an artistic work can be made,

such as a mold or a photographic negative, with a market value of at least \$2,500.

The bill does not apply to loans made on stock, bonds, notes, or other written or printed evidence of fine art ownership or on indebtedness to the holder or owner of such securities.

EFFECTIVE DATE: October 1, 2012

§ 2 — LICENSING

Licensing Authority

The bill makes a city or town's police chief or, for any city or town that does not have an organized local police department, the emergency services and public protection commissioner, the licensing authority.

The licensing authority may grant licenses to any suitable person and suspend or revoke a license for cause, which includes failing to comply with any specified licensing requirements imposed at the time of issuance.

License Fees and Bond Requirements

The bill allows the licensing authority to collect and use for either the town, city, or department's benefit a \$50 licensing fee and an annual \$25 renewal fee.

It requires a licensee to file with the licensing authority a \$2,000 surety bond. The bond is conditioned on the faithful performance of the duties and obligations of the business. The bill exempts licensees who are also secondhand dealers from the renewal fees and bond requirement.

License Display Requirements

The bill requires licensees to display their licenses in a conspicuous location on their premises. It also requires them to disclose (1) their business location for the next year and (2) all the places they use or intend to use to buy, receive, store, or sell fine art. During the term of

the license, the licensee must notify the licensing authority in advance of any additional business locations.

Applications

The bill requires license applications to be in writing, signed under oath, and contain:

- 1. the type of business to be engaged in;
- 2. the applicant's full name, age, and date and place of birth;
- 3. the applicant's home addresses and places of employment for the preceding five years;
- 4. the applicant's present occupation;
- 5. any criminal conviction, including the date and place; and
- 6. any additional information the licensing authority needs to investigate the applicant's qualifications, character, competency, and integrity.

The application of a corporation, limited liability company, partnership, or association must contain the information required for each individual who is or will be an officer; shareholder; financial backer; or creditor, other than a financial institution; as well as any other individual with a similar relationship to the entity.

The application and any renewal application must also include information on any Internet website or account used to conduct business. The licensee, during the license term, must give the licensing authority written notice when it adds or discontinues any Internet website or account.

Background Check

The bill prohibits anyone with a felony conviction from being issued a license. It allows the licensing authority to require any applicant, employee, or person with an ownership interest in the business to

submit to a state and national criminal history check. In that case, the bill requires the subject to submit two sets of fingerprints. It also allows the licensing authority to charge the subject a fee equal to the fees the FBI and the State Police Bureau of Identification charge for performing the background checks.

Administrative License Procedures

The bill requires the licensing authority to grant or deny an application within 90 days after it is filed. The licensee must file for renewal at least 60 days before the license expires, and the licensing authority must grant or deny it within 30 days after the filing. The licensing authority's failure to act within the specified time is considered a denial of the license or renewal application.

The licensing authority may suspend, revoke, or modify any license at any time during the license period for good cause, after notice and a hearing. The licensing authority must hold a hearing within five days after it issues the notice and render a decision within 14 days after the hearing. The applicant or licensee may appeal the licensing authority's decision to the Superior Court.

FINE ART SECURED LENDER

§ 3 — Identification/Sale to Minor

The bill requires a licensed fine art secured lender (lender) to obtain proof of identity from a person depositing, pledging, or selling the fine art. The identification must include a photograph; an address, if available on the identification; and an identifying number, including date of birth. Lenders are prohibited from transacting business with a minor, unless he or she is accompanied by a parent or guardian.

Record-Keeping System

The bill requires lenders to maintain a computerized record-keeping system that the licensing authority deems appropriate. The entries must be entered in English at the time of purchase and consecutively numbered. The system must also include a description of each article; the name, home address, proof of identity, and general description of

the person selling the property; and the date and hour when the property was received, with a digital photograph for any item without any identifiable numbers or markings.

Digital Photographs and Tagging

The bill requires tags be attached to the article in a visible and convenient place with a number corresponding to the entry number in the record-keeping system. The tag must remain attached to the article until it is sold or disposed of and be visible in the digital photograph. The licensing authority must establish procedures authorizing the removal of the tags, including for jewelry that is cleaned and repaired on the premises. The records must be maintained for at least two years.

Police Examination

A state or municipal police officer, the licensing authority, or a designee may, at any time, examine the records and place where business is carried on, including all articles on the property. They may also require any employee on the premises to provide proof of his or her identity.

Record Description

The record's property description must include:

- 1. all distinguishing marks;
- 2. names of any kind, including serial numbers;
- 3. engraving;
- 4. etchings;
- 5. affiliation with any institution or organization;
- 6. dates;
- 7. initials;
- 8. color;

- 9. vintage; and
- 10. image represented.

Any description of media must include the title and artist or other identifying information from its cover or external surface. The licensing authority may exempt or establish additional or different description requirements depending on the nature of the property, transaction, or business, including articles sold in bulk lots or with minimal value.

§ 4 — MEMORANDUM OR NOTE

The bill requires lenders to give the person who deposits, pledges, or sells his or her property a memorandum or note containing the entry from his or her records. It requires that the memorandum or note also include a copy of a statement signed by the person stating he or she is the rightful owner of the fine art with the right to enter into the transaction, and that the fine art is not stolen and does not have any liens or encumbrances against it. The memorandum or note must also state that the person will indemnify and hold harmless the lender for any loss arising from the transaction because of someone else's superior right of possession. Lenders may charge customers a fee for costs associated with the memorandum, transaction, property storage, insurance, and appraisals.

Payment

The bill requires lenders to make payments only by check, draft, or money order, rather than cash. However, a lender can cash a check, draft, or money order he or she issues to a person, but must require proof of his or her identity.

The bill requires any check, draft, or money order a lender uses to pay for property he or she receives to contain the same identification numbers the lender used in his or her record-keeping system. The lender must keep the electronic copy of any check or other record issued by the financial institution that processes it. The copy is subject to inspection as part of the lender's record-keeping system.

The bill prohibits a lender from cashing any check, draft, or money order it issues over \$1,000 and prohibits a person from structuring his or her transactions to avoid this limit. Any transaction between a lender and the same party within a 24-hour period is considered a single transaction for this purpose.

§ 5 — WEEKLY REPORT

The bill requires lenders to submit electronic weekly sworn statements of their transactions to the licensing authority. The report is a sworn statement of transactions describing the property received, including the nature and terms of the transaction and the name, home address, and description of the person from whom the property was received. The bill allows the licensing authority to (1) require statements more frequently if the volume and nature of the business warrants it and (2) exempt a lender from the electronic reporting for good cause.

§ 6 — INTEREST RATES

The bill prohibits a lenders from charging more than the following rates for loans of the following amounts: (1) for less than \$15, 5% per month; (2) between \$15 and \$50, 3% per month; and (3) more than \$50, 2% per month.

§ 7 — SALE OF PROPERTY

The bill prohibits lenders from selling or otherwise disposing fine art left with them for less than 60 days, unless the customer is the person who deposited, pledged, or sold it. It also specifies that if the fine art is not redeemed within 60 days, the lender acquires the entire interest the customer had in the art without further notice. The lender may then sell or dispose of the fine art at his or her business place or through a public sale.

§ 8 — SEIZURE OF PROPERTY BY LAW ENFORCEMENT OFFICERS

The bill requires a law enforcement officer, when seizing fine art from a lender, to give him or her a duly signed receipt for the seized

fine art containing:

- 1. a case number,
- 2. a description of the fine art,
- 3. the reason for the seizure,
- 4. the officer's name and address,
- 5. the name and address of the person claiming a right to the fine art prior to the lender, and
- 6. the lender's name.

Under the bill, if a lender claims an ownership interest in the fine art, he or she may request its return by filing a request with the law enforcement agency in accordance with the seized property procedures established in law.

The bill allows the court to order restitution if the person who deposited, pledged, or sold the fine art is convicted of an offense arising out of the lender's acquisition of the property and the lender suffered an economic loss as a result.

§ 9 — PENALTIES

Anyone who willfully engages in the business of fine art secured lending without a license or after notice that his or her license has been suspended or revoked is guilty of a class D felony, which is punishable by one to five years imprisonment, a fine of up to \$5,000, or both.

Anyone who willfully violates any fine art secured lending provision for which there is no other penalty is guilty of a class A misdemeanor, which is punishable by up to one year imprisonment, a \$2,000 fine, or both

COMMITTEE ACTION

General Law Committee

Joint Favorable Substitute

Yea 17 Nay 0 (03/13/2012)